DOCUMENT RESUME

ED 290 304 EC 201 767

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TITLE Evaluation, Appraisal and Review. Substitute Teacher Program. P.L. 94-142. Evaluation Report. 1985-86.
INSTITUTION Albuquerque Public Schools, NM. Planning, Research and Accountability.
PUB DATE Aug 86
NOTE 25p.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Delivery Systems; *Disabilities; Educational Diagnosis; Elementary Secondary Education; Federal Legislation; Financial Support; *Individualized Education Programs; *Participative Decision Making; *Student Placement; *Substitute Teachers
IDENTIFIERS Education for All Handicapped Children Act

ABSTRACT

The report documents the extent to which special education teachers took advantage of a program which provided substitute teachers for their classes in order to free them to attend Evaluation, Appraisal and Review (EAR) committee meetings held to review individualized education programs and placement decisions for individual students. Funds to provide substitute teachers were earmarked from Public Law 94-142 monies. Data were collected from interviews, administrative records, and returned and usable surveys from 193 administrators and teachers (29.2%) within the Albuquerque (New Mexico) Public School System. Three aspects of the program were evaluated: impact on children, impact on the EAR process, and impact on staff. Major findings included the following: (1) The program was well received by those interviewed and well used according to records of requests received; (2) The program was perceived as having a positive impact on students by providing continuity in the instructional day as well as by improving the quality of individualized programs reviewed in EAR committee meetings; (3) Teacher attendance at EAR meetings permitted parents' questions to be answered directly by the child's primary service provider; (4) The program was highly visible in that it provided a direct service to students and staff. (JW)

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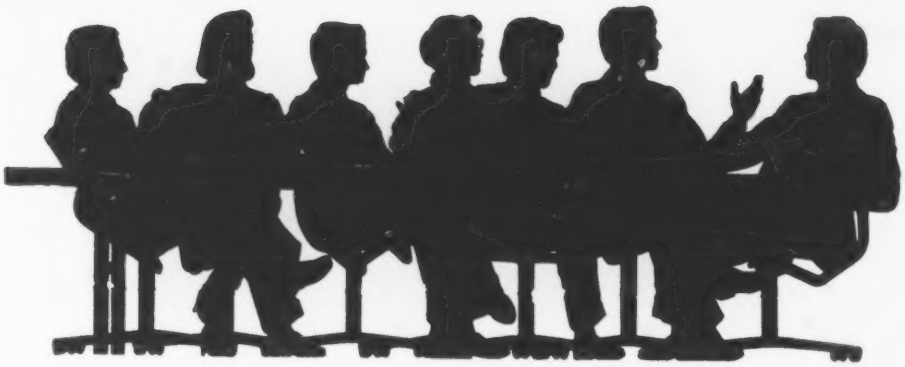
1985-86
EVALUATION REPORT



P.L. 94-142
Evaluation, Appraisal And Review
Substitute Teacher Program

ALBUQUERQUE PUBLIC SCHOOLS

EC201767

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August 1986

EVALUATION REPORT

P.L. 94-142
EVALUATION APPRAISAL AND REVIEW (EA&R)
SUBSTITUTE TEACHER PROGRAM

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EVALUATION REPORT

P.L. 94-142
EVALUATION, APPRAISAL AND REVIEW
SUBSTITUTE TEACHER PROGRAM

Program Description

The Albuquerque Public Schools (APS) elected to use some of its Public Law 94-142, Education for All Handicapped Children Act-Part B (P.L. 94-142) monies to provide substitute teachers so that classroom teachers could attend Evaluation, Appraisal and Review Committee meetings (EA&R's). While EA&R committee meetings are required by New Mexico State Regulations as well as by P.L. 94-142 regulations, providing substitute teachers is not a requirement. APS began this program in the spring of 1985 so that classroom teachers could attend EA&R meetings.

The Special Education Department cited its objective for the program as being "to provide substitute teachers for Evaluation, Appraisal and Review Meetings" (1986 Plan, Objective 2, p. 29). The purpose of the program was "to provide continuity of the instructional day for students" (1986 Plan, Objective 2, p. 29) so that students could continue their lessons while being supervised by an adult. The Department's plan listed some activities to implement the objective. The activities are summarized as follows:

1. Identify EA&R meetings which require a teacher to be out of class during the school day.

2. Identify those meetings which cannot be covered by other personnel (e.g., aides, other teachers).

3. Schedule meetings so that substitute teachers will be utilized in the most cost efficient manner possible.

4. Evaluate the impact and effectiveness of the program.

The EA&R Committee--
What Is It And What Does It Do?

The Education, Appraisal and Review Committee is defined in the Educational Standards for New Mexico Schools (1985) in Section B.2.8. The Regulation specifies that:

> The Educational Appraisal and Review Committee is a group of persons responsible to insure that the evaluation and special education placement decisions are in compliance

> with prescribed standards. Inherent in the decision process is the need for the membership to be knowledgeable about the child. While these standards do not name specific educational personnel to be present, they do intend that the child's teacher (or at the secondary level a representative of the child's teachers) be a member of the committee. For some students, this will be the regular education teacher; for some, the special education teacher; or, for others, representatives of vocational education and special education. The referring and receiving teachers should be in attendance. Adherence to the criteria of least-restrictive-environment must be observed. (p. B-21)

State Regulations mandate that each EA&R committee be"...composed of no fewer than four individuals" (B.2.8.1). Regulation B.2.8.2 further specifies that:

> The committee shall meet as a whole and be composed of individuals directly involved with providing educational and ancillary services to the students as well as individuals knowledgeable in diagnosis and program planning for the areas of the child's suspected exceptionalities. A member of the evaluation team (e.g., speech language pathologist, audiologist, diagnostician, coordinator of the diagnostic process) must be present at the initial placement review. Staff members acquainted with the needs of the linguistically different child shall serve on the committee when appropriate. The child's parent(s) and the child (when appropriate) shall be invited to participate in all Educational Appraisal and Review Committee meetings. (p. B-21)

Both New Mexico Regulations B.2.8.1 and B.2.8.2 parallel the P.L. 94-142 regulations 121a.343 and 121a.344 in establishing who must be present and the importance of the placement meeting (EA&R). The only difference in the regulations is that the federal regulations label the EA&R meeting as a "meeting," "placement meeting" and/or "annual review" in the statutes, while New Mexico labels it "EA&R Committee Meetings."

Regardless of the label, it is apparent in the literature and regulations that the EA&R committee meeting has great impact on children with special needs. The EA&R Committee determines eligibility of students, identifies the needs of students, selects appropriate programs, and develops a total service plan and instructional objectives. The EA&R committee must also be convened in cases of long-term suspension or expulsion decisions of special education students, in accordance with State Board of Education Regulation 81-3. When the EA&R Committee plans the educational goals and objectives for the child, it is desirable to have the teacher who is responsible for implementing the plan present at the meeting.

Not only do New Mexico Regulations require an Individualized Education Program (IEP), but an IEP is also mandated by P.L. 94-142. Hobbs (1979) explains the IEP in terms of P.L. 94-142:

> P.L. 94-142 requires that each handicapped child receiving special education and related services have an Individualized Education Program (IEP) (121.340-121a.349). The IEP is to be developed, and reviewed at least annually, by the child's parents, the child's teacher, a representative of the local education agency, and where appropriate, the child. The IEP document is to include the child's present level of educational performance, a statement of annual goals and short-term objectives, the specific educational services to be provided, the extent to which the child will participate in the regular educational program, the dates for initiation and anticipated termination of services, and appropriate objective criteria for determining whether instructional objectives are being achieved. (p. 19)

How Did the Program Evolve?

While the precise origin of the program is unclear, the EA&R Substitute Teacher Program was strongly supported by the P.L. 94-142 Advisory Committee and special education administrators. Members of the Committee felt a need for something to be done to assist with planning programs for children.

Once the need for the program was established, the next step for the Special Education Department was to decide on an equitable way of distributing substitute teacher allocations. With 967 special education programs and money budgeted for only 642 days for substitute teachers, some programs had to be excluded. A committee of special education administrators made the decision to exclude certain programs. According to several special education administrators, the committee decided to exclude the following programs.

1. Gifted Programs. It was felt that since gifted students are specifically excluded in P.L. 94-142 regulations, students in these programs must be excluded.

2. Side-by-Side Programs. Members of the committee felt that these programs had enough personnel that they could cover EA&R's without the use of substitutes.

3. Ancillary Programs. It was felt that teachers of ancillary programs (e.g., programs that support students enrolled in a special education class such as speech and language programs) would have the flexibility to cancel classes so that no substitute would be required.

4. Programs Housed at Area Offices. Members of the committee felt that these programs had enough personnel so they could cover EA&R's without the use of substitutes.

Even with the 285.2 or 29.4% of the programs excluded, 682.55 or 70.5% of the special education programs were eligible for substitute coverage for EA&R's. The committee divided the number of programs eligible for substitute coverage (682.55) by the number of substitute days available (642.0), and determined an allocation of .94 substitute teacher days per program.

Central office special education administrators reported that principals, head teachers, and program coordinators were informed during monthly meetings about: 1) how to request substitute coverage and 2) how the days were distributed. School personnel were asked to schedule EA&R meetings so that substitute teachers could be used in the most cost efficient manner possible. A system was arranged so that principals, coordinators and head teachers could generate requests for EA&R substitutes.

EVALUATION DESIGN

Development of the Study

In January of 1986, Central Office Special Education administrators met with representatives from Planning, Research and Accountability (PRA) to prioritize for study the 35 P.L. 94-142 components. The EA&R Substitute Teacher Program was one of the seven components selected for immediate study by the Special Education Department.

The evaluator from PRA was assigned to study the impact and effectiveness of the program. Beginning officially in January, 1986, the evaluator interviewed key special education administrators to ascertain: (a) the goals of the program, (b) the rationale for the program, (c) their perceptions of the program, and (d) questions that the administrators wanted to have answered.

Research questions to be addressed and methods for data collection were determined. Questions to be addressed were:

1) What impact did the program have on children?
2) What impact did the program have on the EA&R meeting itself?
3) What impact did the program have on staff and the school?
4) Should the program continue?
5) What could be done to make the program stronger?

A survey instrument was developed to determine what teachers and administrators think about the program. The survey was conducted in March, 1986.

Data collection was accomplished through interviews, review of records, and survey research. Each of these methods is briefly described on the following page.

Interviews. Group and individual interviews of special education administrators and teachers were conducted prior to administering the survey and, in some instances, after the survey. Pre-survey interviews were designed to obtain background information on how substitutes were allocated and to determine if the administrators had questions they would like to have answered. Questions raised by administrators and later included as survey items included:

1. What is the breakdown of use in terms of substitute coverage by level (e.g., elementary, middle and high)?
2. Is the program effective?
3. Is the program well-received?
4. Should it be continued?
5. Do children get quality teaching time with the substitutes?
6. What can we do to make the program stronger?

All suggested questions were addressed in the evaluation. Post-survey interviews were used to clarify issues raised in comments on the survey.

Review of Records. Records in the special education files and memos were reviewed to determine how the program evolved and was utilized. Records in the Substitute Desk Office were reviewed to determine the number of substitutes used and by whom.

Survey Research. Six-hundred-sixty (660) principals, assistant principals, head teachers, special education program coordinators and teachers were surveyed to ascertain perceived impact and effectiveness of the program. Comments were solicited regarding the benefits of the program and how the program could be made stronger.

A total of 574 or 86.9% of the surveys were returned. One hundred ninety three (193) or 29.2% were usable. The remaining 381 surveys could not be used because 27 were xerox copies; 49 arrived too late to be processed; 55 were from schools who indicated they did not use the program; 250 were returned blank with notes saying that people in their schools had not yet used their allocations but would use "sub days" in April and May.

Rather than discuss the results of each data source in isolation, all the information has been integrated according to topics throughout the discussion. The end result is a comprehensive picture of the effectiveness and impact of the program.

FINDINGS AND ANALYSIS

How Much Was The Program Used?

Review of the records at the APS Substitute Desk Office indicated that a total of 444.5 EA&R substitute days were requested and used by June 5, 1986. This represents 69.2% of the 642 "substitute days" available. While the records did not always indicate how many teachers or programs utilized the substitutes, it did reveal the number of "substitute days" requested throughout the year. The number of "substitute days" used in each grading period is depicted in Figure 1.

FIGURE 1

COMPARISON OF EA&R SUBSTITUTE USE BY GRADING PERIOD

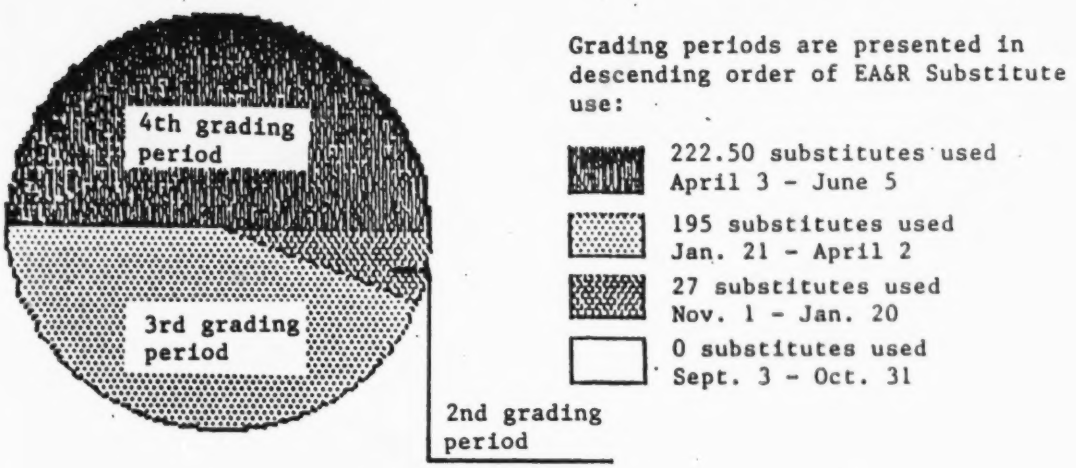
4th grading period
3rd grading period
2nd grading period
Grading periods are presented in descending order of EA&R Substitute use:
222.50 substitutes used April 3 - June 5
195 substitutes used Jan. 21 - April 2
27 substitutes used Nov. 1 - Jan. 20
0 substitutes used Sept. 3 - Oct. 31

Figure 1 indicates that no one used EA&R substitutes during the first marking period, September 3 through October 31. During the second marking period, November 1 through January 20, 27 or 16.07% of the total number of EA&R substitutes were used. The third marking period, January 21 through April 2 had a heavy demand on the Substitute Teacher Program with 195 or 43.87% of the total number of EA&R substitute days being used. The fourth marking period, April 3 through June 5, had the most use with 222.5 substitute days or 50.06% of the total number of EA&R substitute days being used.

Table 1 shows the breakdown of the 444.5 EA&R substitute days used by each level. All three levels, elementary, middle and high school, used the majority of EA&R substitutes between January and June, with the highest use in April through June. Middle schools used the most substitutes (199), but only used 6 1/2 days in the first two marking periods. Elementary schools used the next highest amount with 136 days. High schools used the least number of days (109.5). Interestingly, the greatest time of use for middle schools and elementary schools was in the spring, in April and May.

TABLE 1

COMPARISON OF EA&R SUBSTITUTE USE BY GRADING PERIOD AND LEVEL

Level	Sept 3 - Oct 31	Nov 1 - Jan 20	Jan 21 - April 2	April 3 - June 5	Totals
Elementary	0	12.0	39.0	85.0	136.0
Middle	0	6.5	94.0	98.5	199.0
High	0	8.5	62.0	39.0	109.5
Total per period	0	27.0	195.0	222.5	444.5

Two observations should be made: first, no EA&R substitute teachers were used from September 3 through October 31, 1985; second, only 27 substitute days were used from November 1, 1985 through January 20, 1986. Hence, 416.5 of the substitute days (93.7%) were used second semester.

According to a group of Central Office Special Education administrators, there was a tendency of teachers and administrators to save their substitute day allocations until second semester to use them for annual reviews or to determine continuation of services at the next level. It was hypothesized by some administrators that some schools saved the days for when teachers would be out of class for 1/2 day or more.

Another interesting set of figures became apparent during the review of records. Not all schools elected to use their total allocation of "sub days." For instance, the 10 high schools demonstrated a wide discrepancy in usage. One high school requested three "sub days," while another requested 22 days. When asked, the head teacher at the high school requesting 22 "sub days" indicated it was a well-received program at his/her school. While at first glance the request for 22 "sub days" appears excessive, it is only slightly higher than the number of special education programs at that school. The average request was 11 "sub days" per high school. The requests of 10 or less represent only about half the eligible teachers in high schools getting substitute coverage. This "under use" warrants further investigation.

Analysis of survey results from elementary schools revealed that seven schools returned their survey instruments with notes indicating that they prefer to have other staff or parents cover classes for EA&R's. When schools do not utilize substitutes, these substitutes cannot be reallocated unless the P.L. 94-142 Plan Manager is notified. The Plan Manager felt early notification would provide greater opportunities for reallocating "sub" coverage.

Although the 1985-86 school year was the first complete year for the EA&R substitute teacher program, the fact that 69.2% of the total substitute days allocated were used appears to be lower than what one might expect. There appears to be a heavy need for substitute coverage during certain times of the year. Also, in some instances, certain schools had an apparent higher need than other schools. While this issue is beyond the scope of this study, a future study might be a comparison of patterns of use of EA&R substitutes with the due dates for students' Annual Review EA&R meetings.

What Was The Impact Of The Program?

One of the major goals of this study was to evaluate the impact of the program. Program impact was studied in terms of three areas: impact on children, impact on the EA&R itself, and impact on staff and school. Each of these areas will be discussed separately.

Impact on Children. While reviewing the data indicating impact on children, three major areas of impact were identified: improving planning for special education students; insuring continuity of the instructional day for students; and ascertaining to what degree substitutes followed teachers' lesson plans.

A majority of administrators responding to the survey (93.6%) felt that the utilization of the EA&R Substitute Teacher Program made it possible to better plan for special education students during EA&R's. According to five principals and several special education administrators, this had the ultimate effect of providing better programs for students.

One major objective of the EA&R Substitute Teacher Program was to insure quality and continuity of the instructional day for students. Teachers were asked if their students received quality teaching time in their absence. A majority (59.1%) thought the children did receive quality teaching time; 25.4% of the teachers were not sure; and only 7.7% felt that the students did not receive quality teaching time.

In order to verify if the program helped provide "continuity of the instructional program" for children, teachers were asked if substitute teachers followed the teacher's lesson plans. Apparently the substitutes did follow lesson plans. More specifically, 78.2% of the teachers responding to the survey felt that substitutes followed the lesson plans; 7.8% were not sure; and 4.1% felt that substitutes did not follow the lesson plans. Nineteen teachers (9.8%) wrote a response rather than selecting any of the multiple choice options provided. Fourteen of those were D-level teachers who did not choose to use substitutes. One quote sums up the thoughts of the fourteen: "The D-level aides are more competent than substitutes. This is especially true for behavior disordered kids." Perhaps the strong need of behavior disordered students for consistency in adult supervision warrants further exploration for an alternative plan for EA&R coverage. The remainder of those who wrote comments had not used EA&R substitutes and did not know about the program.

Impact on the EA&R's. A majority of administrators and teachers surveyed felt that it was desirable for classroom teachers to be present at EA&R's. In fact, 96.0% of the administrators responding felt that the EA&R's were more effective by having the classroom teachers present. The remaining 4% were not sure.

Teachers were equally pleased with the program. A total of 36% of teachers, as well as 52.6% of administrators, wrote such comments as "substitutes have aided quality participation of all parties. Previously, teachers were not present at EA&R's due to a lack of coverage." Another teacher sums up the need to have teachers present:

> It is crucial that teachers be present at EA&R meetings to: answer parents' questions; help formulate or adjust long and short-term goals; provide information on the child's current level of functioning as well as strengths and weaknesses; and, to describe to parents my expectations and style of teaching. Also, I'm the best one to recommend if the child needs to go to B-level or to a regular classroom.

A principal's comment is representative of the feelings of the administrators who responded to the survey:

> A classroom teacher's input is vital to planning the best possible program for that student. Further, by providing substitutes for those teachers, it reinforces their importance and the importance of the EA&R Committee Meeting.
>
> The substitutes have aided quality participation of all involved with the decision-making about the student being discussed at the EA&R. The program has further allowed regular education teachers as well as support staff to meet. Since decisions are made that the teaching staff needs to implement, then they need to have the opportunity of contributing to and clarifying the decisions made. The best part of the program is that with substitutes, instruction in the classroom was not interrupted.

Numerous comments were made on how much more effective it was to have regular education teachers and ancillary people attend as well as the special education classroom teachers. Some pointed out that many times, by having the teacher there, misunderstandings or disagreements with parents could be worked out amicably. Based on comments in interviews and on the survey instrument, administrators and teachers prefer to be proactive rather than reactive! In other words, they prefer to prevent problems from occurring or addressing a problem early, rather than waiting for a problem to erupt.

Impact on Staff and School. According to comments on instruments and in interviews, teachers and administrators felt that the EA&R Substitute Teacher Program was one of the most effective uses of P.L. 94-142 monies. One principal said, "The monies are being spent to directly benefit kids and their families. It is an effective use of P.L. 94-142 monies."

Several members of both groups also indicated that the availability of substitutes permitted teachers to concentrate on the meeting and not worry about what was happening in the classroom. Further, the EA&R Substitute Teacher Program was believed to be far superior to having other people (aides, other teachers) cover classes with the possible exception of certain behavior disordered students.

A middle school principal summarized the impact of teachers' being included in EA&R's:

> When regular education and special education people all attend the EA&R meeting, misunderstandings are decreased and fewer program changes have to be made. It promotes a better relationship between regular and special education instructors.

Staff members also indicated that the use of EA&R substitutes makes scheduling EA&R's easier for administrators and teachers. Also, the length of EA&R's can be extended as necessary. This is illustrated by the tabulation of the reported length of EA&R's as summarized in Table 2.

TABLE 2

AVERAGE LENGTH OF EA&R MEETINGS

Length of EA&R	Number	Percent
0-15 minutes	38	19.7%
16-30 minutes	90	46.6
31-45 minutes	26	13.5
46-60 minutes	6	3.1
more than 1 hr.	22	11.4
No response	11	5.7
Total	193	100

Most of the EA&R meetings lasted 16 - 30 minutes. Since teachers usually have two or more EA&R's scheduled in a day in which they have EA&R substitutes, a significant amount of time to be away from the classroom is required. With substitutes, however, the intent was that instruction can continue with as little interruption as possible. Interviews with teachers and administrators made clear that having substitutes is much better than the "old way." Staff members are much more satisfied with this method of covering classes. Several stated that by knowing their classes were covered, they could concentrate at the EA&R. Twenty-one teachers indicated that, prior to the EA&R substitute program, they were preoccupied with what was happening in class and perhaps were not as attentive and thorough in EA&R meetings as they now can be.

Should the Program Continue?

Teachers and administrators were asked on the survey if the program should continue to be funded by P.L. 94-142 monies and then were asked to explain their responses. Table 3 summarizes the responses. To say that the program was well-received is an understatement. Close to 93% of administrators and 80% of teachers surveyed strongly agreed or agreed that the program should continue to be funded by P.L. 94-142 monies.

TABLE 3

SUMMARY OF THOSE FAVORING CONTINUATION OF PROGRAM

Item: I favor the continued use of P.L. 94-142 funds for EA&R substitutes.

Response Choice	Administrators *		Teachers *	
	Number	Percent	Number	Percent
Strongly agree	96	76.2%	120	62.2%
Agree	21	15.7	36	18.7
Not sure	3	2.4	10	5.2
Disagree	1	.8	5	2.6
Strongly disagree	1	.8	4	2.1
No response	4	3.2	18	9.3
Total	126	100%	193	100%

*Represents those responding with usable surveys.

Comments on the survey instrument again stressed the positive impact the program had on students, on the EA&R itself (e.g., planning for students), and on the impact on staff members. Several principals (22) and many teachers (70) wrote that they appreciated the program and felt that it should continue. One principal's comment reflected the consensus of opinion:

> My staff greatly appreciates this opportunity to be involved with the EA&R process. Without the proper coverage for classes, they could not participate.

What Could Be Done to Make the Program Stronger?

Teachers and administrators were asked, "Do you have any comments that would make the EA&R Substitute Teacher Program stronger?" The responses are categorized and summarized in the section that follows. The number of people citing similar suggestions is noted in parentheses at the end of each comment. Administrators' suggestions and concerns are summarized first, followed by teachers' suggestions.

Administrators' Suggestions (N=126)

-The funding should be increased. The amount allocated now only gives the schools a taste of what can be accomplished with adequate resources. (12)

-More coverage is necessary at middle schools. We have our own EA&R's, EA&R's from feeder schools, and EA&R's for children going to high schools. (10)

-It would be better for schools to submit requests and/or justifications for the amount of substitute time rather than being assigned a number of days. (10)

-More notice needs to be given when EA&R's will be held so we can request substitutes two weeks in advance. (10)

-There needs to be more awareness about all P.L. 94-142 special education programs within the APS system. (7)

-Is it really necessary to have four people at the EA&R? Schools should have the liberty of making the decision as the need arises. (7)

-Tell administrators more about P.L. 94-142 funding and how to schedule EA&R substitutes, apply for "sub" coverage, and the like. (5)

-We should establish a "team" of substitutes who can handle special education students at their appropriate level (e.g., elementary, middle, or high school) as well as by handicapping condition. (5)

-More regular education teachers should get coverage. (5)

-There need to be more substitutes. (5)

-Could we use EA&R substitutes for psychological coverage, for regular education teachers, gifted teachers, or for ancillary people? (4)

Administrators' Special Concerns

Some follow-up interviews with administrators substantiated the positive impact of the EA&R substitute program. However, some principals raised additional issues. Principals believe that they were allocated a certain number of "substitute days" and had to use them. However, they prefer to be able to ask for what they need. For instance, eight schools chose to use aides and one school preferred to use parents to substitute. Other schools used a combination of resources to cover classes.

The need for better communication (regarding items such as placement, transition, and mainstreaming, etc.) between regular and special education also was apparent not only in interviews, but also in the comments on the surveys. There appears to be a need for more communication about the EA&R Substitute Teacher Program and how to use it.

An issue relating to articulation meetings also became apparent. One middle school elected to use some of its EA&R Substitute Teacher Allocations to allow its staff to go to an elementary "feeder" school for "articulation" meetings. (The principal of the feeder school allows only the head teacher to go to EA&R's at the middle school.) By having "articulation meetings," all key teachers have a chance to participate in selecting appropriate programs and placement for the child. When asked if these might be considered "pre-placement" meetings, the evaluator was assured they were not. The actual EA&R was held at the receiving school and parents were invited so that final details could be arranged.

Care must be taken so that "articulation meetings" do not turn into "pre-EA&R" meetings. The federal regulations specified in P.L. 94-142 and New Mexico standards make it clear that the EA&R is the place where decisions are made jointly with parents. While articulation between schools is commendable, the guidelines must be followed carefully. Perhaps, since the articulation meetings appear to have a positive impact on program and students, articulation meetings could be held as a part of Program Planning Committees or under the auspices of the P.L. 94-142 Comprehensive System of Personnel Development.

According to comments on the surveys and interview information, some principals at all levels do not allow anyone but the head teacher and perhaps a speech and language therapist to attend EA&R's. While these principals report that they want to insure continuity of the instructional day for students, the intent and spirit of New Mexico Regulation B.2.8 is not being followed in that the teachers were being excluded. In its definition of the EA&R Committee, the regulation states:

> Inherent in the decision process is the need for the membership to be knowledgeable about the child. While these standards do not name specific educational personnel to be present, they do intend the child's teacher (or at the secondary level a representative of the child's teachers) be a member of the committee. (p. B-21)

Teachers' Suggestions (N=193)

-Substitutes need to be qualified for dealing with special education populations. Perhaps a team of specially trained people could be started. (25)

- Keep the program going or expand it! The teacher is the only one who really knows the students' strengths and weaknesses. Head teachers, coordinators, and principals have only seen the child for a few times if at all. (16)

-Advertise the program. There is a lack of knowledge about the program and how it works. (12)

-Teachers need to be able to talk to the substitutes so they know the classroom management system, plans, etc. (8)

-If an aide is used to cover a class, pay the aide for the extra work. (7)

-Better scheduling and more notice! Sometimes the substitutes do not have time to get to the next class on time. (7)

-Substitutes like to know that they will be moving from one class to another. Some have objected to this. (2)

-Pay teachers (using the EA&R monies) to have EA&R's a few days before or after the school year or after school (e.g., 3-5 p.m.). Anything but always taking teachers away from instructional time. (2)

Additional Findings

A final review of the APS Substitute Desk's records was conducted July 1, 1986. A review of most recent records indicated that nine elementary schools, five middle schools and four high schools allocated "sub days" to regular education teachers so they could attend EA&R's. However, most schools wrote the name of the head teacher rather than the names and positions of the teachers as indicated on the form. Perhaps directions for completing the forms would make it more clear. Directions could specify that for documentation purposes, the district needs the names of teachers, subjects or grade levels that they teach, and if they are regular education or special education teachers. As the form is now, documentation information is limited, making evaluating impact, establishing need and analyzing cost effectiveness difficult. Further, documentation is necessary for yearly state program audits and federal program audits which occur every three years.

Directions could be written to clarify how EA&R "substitute days" can be used in APS. Some administrators, according to the Substitute Desk Office's records, allowed teachers to observe other classes; 11 days were provided for people to attend psychologicals (e.g., meetings with a psychologist or psychiatrist to determine eligibility for placement in a Behavior Disordered class or to assist with emotionally disturbed students); and four days were provided for teachers to attend a conference. Some administrators, according to teachers' comments, restricted EA&R substitutes coverage to C-level classes. More care must be taken so all are aware of the proper use of this well-received program.

SUMMARY AND CONCLUSIONS

The Evaluation, Appraisal and Review Substitute Teacher Program was evaluated in the spring of 1986. The program had been in place for less than one year at the time of the study.

The study was designed to evaluate the impact of the program in terms of: (1) impact on children; (2) impact on the EA&R; and (3) impact on staff. Data collection took three forms: interviews, review of records, and surveys of APS administrators and teachers. The data were reviewed, analyzed and summarized in report form.

The major findings of the study were:

1. The EA&R Substitute Teacher Program was extremely well received by those interviewed and surveyed and was well-used according to APS records.

2. The EA&R Substitute Teacher Program was perceived as having had positive impact on students in two ways. First, the program provided students with continuity in the instructional day while the teacher attended EA&R's. Second, administrators and teachers felt that the quality of the EA&R's increased by having teachers there, with the end result being a better individualized program for each child. The program was perceived as helping APS staff members better plan for students during the EA&R meetings.

3. Teachers and administrators felt that by having teachers attend the EA&R's, parents' questions could be answered by the child's primary service provider. In addition, since the teacher knows the child's strengths and weaknesses, he/she could recommend necessary changes in program or the educational plan based on the child's current level of functioning.

4. The program's impact on staff was also considered to be very positive. By having regular and special education teachers present at the EA&R, misunderstandings involving program and related services were avoided. The vast majority of the participants in the study indicated that they liked and appreciated the program. It was effective in helping them do their jobs well and it was apparently a source of professional pride. Respondents indicated that professional pride includes: 1) the desire to do a good job; and 2) the feeling that since teachers attended the EA&R meetings, the importance of their

role was recognized. Further, teachers and administrators felt the program had a positive effect on staff morale and on interaction between teachers throughout the school. The interaction included that between regular and special education teachers as well as between special education teachers and ancillary staff.

5. The EA&R program was highly visible in that it provided a direct service to staff and students. It was perceived as a good way for APS to use its P.L. 94-142 monies so staff and parents know that the money is being used to benefit students.

6. Fifty percent (50%) of the study participants voiced a need for more and better communication and training on: 1) how to use EA&R substitutes; 2) who was excluded (gifted, side-by-side) and why; 3) how to apply for the "sub days" more than a week in advance; and, 4) other ways APS utilizes P.L. 94-142 monies.

7. Survey results and comments indicated a need for inservice training for administrators and teachers on P.L. 94-142 and State Regulations specific to EA&R's and the EA&R process to assure compliance.

8. Survey results indicated that while many special education classroom teachers are in attendance, an effort should be made to consistently have the child's primary teacher present, not just the head teacher.

9. There appears to be a heavy need for substitute coverage during certain times of the year. Perhaps schools could be given a certain number of substitute days in the fall and in the spring, encouraging a more "even" usage.

10. Some confusion is apparent as to the appropriate use of EA&R substitutes. For instance, according to central office administrators, since psychologicals (meetings held with a psychiatrist or psychologist to determine if students are eligible for placement in a class for the behavior disordered or for students needing psychological assistance) usually end in EA&R's, a psychological is an appropriate use of the EA&R substitute program, yet only 17 requests were made for this. However, according to central office administrators, covering classes so a teacher can visit another class or attend a regional conference are not ways in which the program was intended to be used.

11. Some respondents recommended the the substitute request form be improved so that the impact on regular and special education teachers can be better evaluated. Also, the suggestion was made to revise the substitute request form so numbers of students impacted can be better tracked and evaluated.

Current APS policy insures that staff, including the project leader, will review the data and findings contained in this report. A plan which includes appropriate steps to address identified program needs will be implemented.

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